SCHOOL OF SOCIAL WORK
University of Illinois
Navy Pier, CHICAGO

The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS
130 E · 22d · St · New York City

MAY, 1935 VOLUME XVI, NUMBER 8

In Memoriam

JANE ADDAMS

whose work and whose personality have left an ineradicable mark on the social institutions and the social consciousness of this country.

Candidates for Chapter Chairman Submit Platforms

Among the news items about chapter elections reaching the national office, is one from the Washington, D. C., Chapter to the effect that the election of the Chapter chairman was conducted on the basis of platforms submitted by two candidates for the office.

Ray L. Huff, who was elected chairman, submitted the following platform:

The Executive Committee has requested me to present a "platform." Obviously, this must be a statement of my personal views, and this statement would not be binding on the new Executive Committee which is the directive authority of the Chapter.

I consider the following to be important:

1. That as many Chapter members as possible be engaged in the regular and special work of the Chapter.
2. That at least one, but not more than three meetings be open to non-members: and, that the regular meetings be concerned primarily with the consideration of matters of distinct professional value.
3. That the work of the Chapter be such that the community will profit through the exercise of the professional skills and ethics of the members over and above that given by example at work on the job: such as, through specific projects in research, interpretation of social problems, and the evaluation of legislative proposals.
4. That ways be found to assist members to improve their professional equipment and to find opportunities for the fuller exercise of increasing skill.

We can approach the ideal more surely when the best which each of us has experienced is joined through mutual effort. The exercise of democratic principles of cooperative service is one of the distinctly valuable contributions of social work. The principle of the case conference method can and should be applied to Chapter work.

Bibliography on Employment Practices

One of the evident developments in the field of social work is the growing consciousness on the part of social workers of the importance of their working conditions. Most social work groups are studying some feature of the personnel and employment policies of their agency or of their community and the AASW has received many requests for information on source material. In response to this interest the Chicago Chapter's Committee on Employment Practices, acting as a sub-committee of the Division on Employment Practices, has prepared a bibliography on this subject. While this bibliography is by no means complete, it suggests many useful sources of information. Believing that this material would be welcomed throughout the field of social work, the Russell Sage Foundation Library has cooperated by publishing the list as one of their bibliography series. Copies of the bibliography, which will be available June 1st, may be obtained from the Russell Sage Foundation Library, 130 East 22nd Street, New York City, or at the National Conference of Social Work, from either the Russell Sage Foundation or the AASW booth. The AASW will welcome suggested additions to this bibliography as well as annotations of any of the material.

Notes on Chapter Activities

Regular information about chapter activities is now going out from the national office to the chapters. Subjects discussed at chapter meetings, committee reports and other activities are summarized from the chapter minutes received in the national office and sent to the chapters in a bulletin, *Notes on Chapter Meetings*, the third issue of which has just gone out. It is hoped that chapters will find this interchange of information about chapter activities of value to them and that they will assist the national office to increase its value by sending minutes regularly and by incorporating in their minutes as full information as possible about important discussions and projects which other chapters would find of interest.

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ASSOCIATION MEETINGS AT THE NATIONAL CONFERENCE

Montreal, June 9-15

1. Tuesday, June 11, 2 p. m.

CHAPTER PROGRAMS

Meeting of Chapter Chairmen

Reverend Leo A. Geary, Presiding

2. Wednesday, June 12, 1 p. m.

THE ROLE OF CASE WORK IN PUBLIC RELIEF ADMINISTRATION

Luncheon sponsored by Practitioners Group, New York Chapter, AASW

Jeannette Regensburg, Presiding

3. Wednesday, June 12, 3 p. m.

ASSOCIATION AFFAIRS

Delegate meeting open only to representatives of chapter and non-chapter areas.

Dorothy Kahn, Presiding

4. Thursday, June 13, 9 a. m.

ASSOCIATION PROGRAM MEETING

1. *Professional Standards in Social Work*
   Dorothy Kahn
2. *Professional Protection of Social Workers*
   Rachael Childrey

The Association will have a booth at the Sun Life Building and an office at the Mount Royal Hotel. Members of the staff, officers of the Association, Division and Committee Chairmen will be available either at the booth or the hotel for conference on the Association program, Chapter programs and questions of membership. Office hours at the booth and the hotel daily from 9 to 5:30.

On the Question of Dues

The Executive Committee of the Philadelphia Chapter, in a letter to some other chapters, has expressed its conviction that increase of dues is vital to the Association's strength and effectiveness and that the vote at the last Delegate Conference may not have expressed the real sentiment of the membership.

Following are some excerpts from the letter giving the reasons why the Philadelphia Chapter considered it important to ask the National Executive Committee to reopen the question at the Delegate Conference in Montreal:

"In making this request, the Philadelphia Chapter is strongly moved by the practical conditions which we ourselves are facing. Under present circumstances it is practically impossible for us to finance our Chapter on a satisfactory basis. Only a part of the local membership pay dues to the local Chapter, and considerable time and effort are required to collect even that. Our Chapter feels very strongly that there is urgent need of building up powerful local organizations of social workers. This can only be done if the local Chapters have a program of financing which is adequate to the task.

"In this connection there ought to be real possibilities in the development of a program of special contributions from interested members. If the national Association would cease to cultivate the field of special contributions, the locals might be able to raise considerable amounts of money from people who are willing to give much more than the flat dues.

"In the second place, there is in many of the larger states a need for a state organization, which must necessarily be supported by dues from the local Chapters within the state. In Pennsylvania our state work has been crippled by lack of funds, this being due primarily to the inability of the locals to collect dues from their members. It seems probable that in the future much social welfare legislation will be on a state basis, and that, therefore, the state Chapters should be developed and strengthened. This will require still more money.

"Last of all, is it not clear that the national organization, too, needs more money? What profession in the nation has grown faster in the last five years than social work? How many new problems of public and interprofessional relationships have been brought to the front? How can an Association make itself felt in Washington without a legislative representative? To prattle of 'economy' under present conditions is to talk like a poor director in some benighted township poor board.

"Compare our organization with other professions. What dues are paid by the physicians, for example? And what powers do the local Chapters of the A. M. A. have? If social workers are not willing to give decent and adequate support to organization activity among themselves, how can they expect to play an important part in the new welfare activity in this country? It is obvious that organized social workers should supply more funds for organization work. The dues should be increased, not only for the national organization, but also for state and local Chapters."

Connecticut Chapters Merge Into State Chapter

The three Chapters in Connecticut, Hartford, New Haven and Fairfield County, believing that one state Chapter would provide a more effective working unit in Connecticut, petitioned the Executive Committee to dissolve the three local Chapters as independent bodies and to merge them into a Connecticut Chapter. Action authorizing this reorganization was taken at the last meeting of the Executive Committee.

Grievance Procedure and Professional Objectives

More adequate professional performance is one of the chief reasons for the existence of any professional organization. Activities of the AASW which emphasize this major objective include its support of professional preparation and desirable working conditions, aiming at a selected, skilled, and qualified social work personnel, achieving a high standard of professional performance.

With a positive program of this nature, the need for protective and disciplinary action is not repudiated, but perhaps becomes even more essential. The professional goal of the AASW may very well be embodied in statements of what it is striving to protect and what action it will oppose.

The process of achieving professional objectives and establishing machinery for their protection requires that Association members should not expect protection solely as members, but should be willing to face competition and scrutiny of their performance and even Association discipline for violation of accepted standards. The Association must avoid a seeming protection of members because they are members or a protection of jobs held by members. Such a position would suggest a closed corporation type of organization and would be open to constant attack. However, the Association can, and should, protect members and non-members engaged in social work, and their tenure in jobs, where such action is clearly in support of qualified professional service.

The analogy of the American Association of University Professors is fitting. Their protection of "academic freedom" gives them a sound, inclusive approach for protective action, and yet frees them from the need to protect all incompetent professors.

This is the approach which the Chicago Chapter's Committee on Employment Practices is taking in its study of grievance procedure. Acting as a Sub-committee on Grievance Procedure of the Division on Employment Practices, it has prepared an interim report which relates protection to professional objectives as outlined in the preceding paragraphs.

In response to a request from the Division on Employment Practices, the Executive Committee voted to abolish the old grievance procedure which had been in existence for a number of years, but had never been effective. Until a more satisfactory procedure can be worked out, the Executive Committee charged the Division on Employment Practices and corresponding committees of local chapters with the responsibility of handling grievances.

This action leaves chapters free to plan their own approach to grievance cases. The Division will assist in every way possible and the Chicago Committee will welcome suggestions from chapters. Many of the chapters have appointed sub-committees to study grievances and to participate in the effort to develop more adequate protective machinery for the Association.

Analysis of complaints of social workers, the Chicago Committee believes, is of vital importance as a means of scrutinizing standards of conduct and standards of working conditions. Discussion has emphasized the relation between good employment practices and the machinery for maintaining and guarding such practices. The following two key questions have received considerable attention: "Should a grievance procedure offer a means of hearing and weighing cases involving questionable professional practices, and is it a means of protecting social workers from inadequate employment practices? If the AASW defines standards of service, standards of conduct, and standards of employment conditions, should it not have machinery for considering violations of these standards?"

The Committee surveyed the material from the American Association of Hospital Social Workers, the Chicago Council of Social Agencies, the School of Social Service Administration of the University of Chicago, the Committee on Academic Freedom and Tenure of the American Association of University Professors, the Actors' Equity Association, the Chicago Medical Society, the Chicago Bar Association, the National Association of Employed Officers of the YWCA, and the Social Workers Group of the Municipal Court of Chicago. All of these groups have established grievance machinery to cover their own members.

Great interest in studies of specific personnel practices in social work, which is evident throughout the field, and an evident need for Association grievance machinery, has convinced the Committee that the AASW must quickly establish what it considers desirable employment practices in the light of which grievances can be measured. It is also apparent that the enormous increase in the number of social work employees to meet the demands of rapidly expanding public welfare agencies has given opportunity for many hasty and ill-considered employment practices, particularly in such matters as overtime work, inadequate salaries, sick leave, vacations, and lay-offs. Complaints arising out of these practices in public welfare agencies warrant review by the AASW and offer unusual opportunity for definition of standards of employment practices.

—A. G. W.

Cost of Education for Social Work

The New York School of Social Work has found it necessary to increase its tuition to a maximum of $125 per quarter or a total of $750 for the full two-year diploma course, as compared with the previous tuition rate of $500 for the full course. The increase will go into effect October 1, 1935.

The fact that the New York School has been obliged to raise its tuitions in order to meet, on the same educational level, the increased demand for instruction, is significant for colleges and universities which may be giving serious consideration to the development of professional schools of social work.

The statement of Porter R. Lee, Director of the New York School, explaining the necessity of the increased tuitions, shows that the cost of education for social work, as for other professional education, is considerably in excess of the amount which is received from tuitions. The following paragraphs from Mr. Lee's announcement will be of interest to those who wish to be informed on the cost of a graduate curriculum in social work:

"This step was taken with great reluctance and only because a steady increase in the demand for instruction makes imperative an increase in the School's facilities. Until last year the tuition income of the School had never been more than 25 per cent of its total budget. This means that for each dollar of support through tuition paid by students the School has had to find three dollars from other sources. The other sources available have been endowment, foundation grants, miscellaneous contributions and appropriations from the general funds of the Charity Organization Society of which the School is a department. Income from endowment has declined, foundation grants are declining and cannot be depended upon for support of the general budget, and contributions and the appropriations of the Charity Organization Society are subject to the same uncertainties that affect the income of all private agencies.

"In weighing the alternatives of finding new income or of curtailing the program of the School it seemed reasonable to consider what proportion of the total cost of conducting the School it would be fair to ask the students to carry. It is estimated that the new tuition rates will yield about 40 per cent of the School's budget next year. To the Board, the Faculty and to those of the Alumni and students who have been consulted this proportion does not seem excessive.

"Registration in the School since 1932 has increased over 60 per cent and there seems at present no likelihood of a decrease in the demand for instruction. This trend in the face of declining income from other sources of support seemed to make a reasonable increase in the tuition rates imperative if the service of the School was to be maintained at a time when by every practical test there is increasing need for it."

Commercialized Risks

Staff workers in relief administrations throughout the country are receiving considerable advertising matter regarding correspondence courses, handbooks and other suggested shortcuts to advancement. As commercial correspondence courses are valueless for purposes of professional advancement in social work, relief workers are cautioned against the risk of ill-advised investment. They are also advised to consult with their supervisors before purchasing any books or other material which is advertised as useful in obtaining advancement in salary or position.

The following letter in regard to one of the most widely advertised correspondence courses has been sent out by Josephine Brown of the FERA:

Federal Emergency Relief Administration
Washington, D. C.

April 22, 1935.

TO ALL STATE DIRECTORS OF SOCIAL SERVICE:

Inquiries have been received from several states regarding a commercial correspondence course for relief workers, which is being advertised from an office in Washington, D. C.

Will you be good enough to notify your staff members throughout the State that this course has no connection with the Federal Emergency Relief Administration.

Will you suggest to any of your staff members who may be considering taking such a course, that they discuss the matter with you. No doubt you would agree that the practice of social work in the administration of relief is not material which can be satisfactorily handled in a correspondence course.

JOSEPHINE C. BROWN,
Administrative Assistant.

As far as can be learned, brief training for nurses or even courses in first aid were not attempted by other than official auspices during the World War when the demand for personnel exceeded the supply of persons trained for the

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work. Nursing, of course, had legal status. It had not only self-imposed standards; it had support of standards from the whole medical profession. Public health was understood as having a bearing on "everyman's" well-being.

Professional educational facilities and literature are lacking to meet present needs in social work; and social workers would like to build soundly in this abnormal period. Social work, whether private or public, is too generally conceived as a service one group grants to another group. No other profession has had to combat that conception while building up its standards and its ethics.

Missouri Welfare Bills

The Missouri Association for Social Welfare has been actively engaged in drafting legislation to provide modernized public welfare services in the State of Missouri. The bill drafted by the Association includes one to create a State Department of Public Welfare and one to authorize the establishment of County Welfare Boards.

The State Department of Public Welfare, under the terms of the bill, would administer all state welfare services—institutional care, outdoor relief, unemployment relief, mothers' aid, dependent, neglected and delinquent children, unemployment insurance, pensions for the blind, old age pensions, parole service, etc. Funds appropriated for these purposes may be expended either through the employees of the Department or in the form of grants-in-aid to local governments. In the latter case, the Board of Public Welfare is authorized to fix the minimum standards of service and efficiency to be required of the local governmental authority.

The Commissioner of Public Welfare is to be appointed by the Board "on the basis of education, ability, and experience in the administration of public welfare activities and *without regard to residence or political affiliations.*"

Positions in the Department are to be classified according to the nature of the duties to be performed and the minimum qualifications for appointment. All positions are to be filled through competitive examinations and shall be made from among high ranking persons on the eligible lists. Appointments are for a probationary period of six months and become permanent only upon satisfactory performance of the duties of the position during the probationary period. Emergency appointments are limited to a sixty-day period. Promotion is to be based on merit and competition. Employees may not be discharged except for just cause and after a hearing.

The bill to create County Welfare Boards is permissive, since it provides for the establishment of County Boards when the "County Court finds it to be desirable for the accomplishment of the purposes" specified in the Act. Where County Boards are established the County Director of Public Welfare and any assistants must be selected from a list of eligibles submitted by the State Department of Public Welfare. Two or more County Boards may jointly employ a single Director of Public Welfare. The County Board would have jurisdiction over county eleemosynary institutions and also "when requested by the State Department of Welfare shall act as its agent in regard to pensions, and the parole of juvenile or adult delinquents from state institutions." The County Board is "empowered to receive grants-in-aid from the federal and state governments and allotments from state and local governmental agencies for the performance of service for those agencies and private donations for the financing of welfare activities."

Bulletins from National Office

Material bearing on subjects of national and local interest is sent from the national office to the chapters at frequent intervals. Through the distribution of this material chapters are kept in touch with what the national is doing and can relate their programs and committee work to national projects where they wish to do so.

Information about the bulletins which are being sent to the chapters will be published from time to time in *The Compass* for the benefit of the membership as a whole. The following list shows material which has been sent since March 1, 1935:

D 6 Material from Housing Committee
D 7 State Legislation for Economic Security
D 8 Proposed AASW Pre-Professional Standard
D 9 Interim Report of Sub-committee on Grievance Procedure
A 13 Meeting of Chapter Chairmen at Delegate Conference (Washington)
A 14 Proposed Change in Association By-Laws
A 15 Notes on Chapter Meetings, No. 1, No. 2, No. 3

* * *

Through an error the name of Edward M. Kahn was omitted from the members of the Committee on Report of the Delegate Conference, published in the March *Compass*. Mr. Kahn was an active participant in the work of the Committee and his name should have appeared with those members of the Committee who took responsibility for preparing reports of the various sessions.

* * *

Civil Service Examination. The U. S. Civil Service Commission has announced an examination for Senior Warden's Assistant, U. S. Penal and Correctional Institutions. Salary $2,600 a year. Requirements and application blanks may be secured from U. S. Civil Service Commission, Washington, D. C. Applications must be filed not later than *June 17, 1935.*

Social Work Literature— A Problem in Demand and Supply

Association members whose work in the field renders them important contributors and potential contributors to social work literature will be interested to know that the demand for AASW publications through the national office has increased markedly during the past two years.

In this connection recent Executive Committee consideration was given to the question of the present adequacy of certain Association publications for which there is constant demand. In the case of *Interviews,* No. 1 in the series of Studies in the Practice of Social Work, the question raised was whether the publication is now out of date and should be withdrawn from circulation although a considerable supply of copies remains on hand. The supply of *Social Case Work— Generic and Specific,* No. 2 in the series, had been exhausted so that the question to be decided was whether it was sufficiently up to date to warrant a third reprinting.

Review of *Interviews,* published in 1931, brought out the fact that recent significant trends in the adaptation of related scientific knowledge to social work would lead many to question certain emphases and suggested values in this publication; and that these values may today fall far short of representing the views of committee members whose work during the years 1925 to 1928 provided the basis for this publication. However, unforeseen changes in the field have brought into social work thousands of persons without professional educational background and the majority of requests for *Interviews* at the present time is made by and for the use of this group. It was the Executive Committee's decision to continue distribution in response to the demand for this publication because values are difficult to determine and because the scarcity of available literature on the subject of interviewing is of serious significance.

A reprinting of *Social Case Work—Generic and Specific* was decided upon and copies are now available. This decision was made on the ground that the material is essentially valid in its approach, is not duplicated elsewhere and remains a stimulus to further study since it is the result of one group's examination of social case work.

The third of the published Studies in the Practice of Social Work, *Social Work Ethics,* did not come before the Executive Committee for review, but may deserve a word here. It is characterized in its preface as an "analysis of first efforts toward development of professional ethics in social work." At this time when so many forces are hastening the process of developing individual and collective ideas about professional codes in social work and producing so many questions as to where to crystallize, the table of contents may be of interest:

Development of Professional Codes, Definition of Terms; Initial Attempts to Develop Professional Ethics, Family Welfare Association of America, Experimental Draft of Code of Ethics, American Association of Social Workers; Discussions of Ethics Among Chapters of American Association of Social Workers, Toledo Code, St. Louis Code, Hartford Revision, Cleveland Code; Education in Professional Ethics, Professional Training in Ethics, Problems Arising in Field Work, Ethical Codes Employed in Schools of Social Work; A Study of Attitudes Toward Certain Ethical Problems, Relations of Social Worker and Client, Relations of the Social Worker to the Profession and to Co-workers, Relations Within the Agency, Relations Between Social Agencies, Relations of the Agency to the Community and to the Public; Summary; Bibliography. Appendix A contains a report of one Chapter Committee on Ethical Relationships. Appendix B contains summarized conclusions of a Chapter Ethics Committee on confidential information between agencies and on relations of a social agency to the government in giving out privileged information.

Constitutional Provision for Civil Service

The two major political parties in the State of New Jersey have incorporated in their platforms pledges to bring civil service into the Constitution and the present Governor definitely favors the objective.

The amendment would add a new section to the Constitution of the State of New Jersey, reading as follows:

There shall be a department of civil service which shall administer the personnel functions of the State and of such political subdivisions thereof as have adopted or shall hereafter adopt the provisions of the civil service laws or to which the civil service laws may be applied in the manner provided by law.

The department of civil service shall establish and maintain a classification and pay plan based upon the duties and responsibilities of positions in the classified civil service; establish lists of eligibles from which appointments shall be made according to merit and fitness as far as practicable by means of competitive tests; regulate entrance into, retention, promotions and transfers within, the classified civil service; and make rules covering hours of work, duties, leaves of absence with and without pay, demotions, removals and other disciplinary action.

The Legislature shall enact appropriate legislation for the above purposes and shall provide sufficient funds for the employment of such examiners, clerks and other employees as may be required for the administration and enforcement of this article. Existing statutes relating to the civil service of the State and the counties, cities, school districts, towns, townships, boroughs, villages, special or regional districts, and other political subdivisions thereof shall, in so far as they are not in conflict with this article, remain in effect and be deemed valid until superseded or repealed. Existing laws relating to veterans shall remain in effect and be deemed valid until superseded or repealed.

"300 HOURS OF SUPERVISED FIELD WORK"

BEGINNING September 1, 1935, the interpretation of 300 hours of supervised field work under the membership requirements will be broadened for an experimental period of one year to include supervised practice under certain specified conditions.* Action authorizing this more flexible interpretation was taken by the Executive Committee at its last meeting on the basis of a proposal presented by the National Membership Committee and its Committee on Training Courses. Two members of the Executive Committee, Miss Breckinridge and Mr. Dunham voted against the proposal.

Interpreting the By-laws

The wording of the professional training requirements in the by-laws—"approved technical social work courses" and "300 hours of supervised field work taken in connection with technical social work courses"—leaves to committee interpretation what shall be defined as "approved technical courses" and "supervised field work." The National Membership Committee and its sub-committees have been actively engaged in interpreting and defining these requirements since the membership requirements first went into effect. With the approval of the Executive Committee, certain tentative standards have been set up for "approved technical courses" under which the member schools of the Association of Schools are automatically accredited and which also apply to non-member schools which can meet the standards. This was done in order to meet the reality situation of a greatly increased number of practicing social workers, particularly in the public welfare agencies, the limited facilities of existing schools and the problem of geographical distribution. To date, several curricula and a few courses given by institutions other than the member schools have been tentatively approved providing, however, that one-half the candidate's credits for full membership shall have been taken in one of the member schools of the American Association of Schools of Social Work. Since very few of the social work curricula outside these member schools offer the necessary credits for full membership, i.e., 24 semester hours of approved technical social work courses, this has seemed a reasonable interpretation of the course requirement. Criteria for approved curricula and the list of curricula so approved have been already published in *The Compass*.

The Field Work Problem

When the membership requirements first went into effect, it was decided to include in the interpretation of the field work requirement only field work done under the supervision of a school of social work (either a member school of the Associations of Schools or an approved non-member school) and for which academic credit was received. This was done in order to provide an opportunity to study the operation of this requirement and also to give consideration to possible ways and means of broadening this interpretation to include some forms of supervised practice not under school control if it seemed necessary to do so.

During this process of study it became clear fairly early that some less rigid interpretation would be necessary. This led to one modification, which has been in effect for some time, to include practice in the training district of an agency used by a school of social work for field work in the definition of supervised field work.

Though this modification has eased the situation somewhat for workers in private agencies who have been unable to secure supervised field work under a school of social work, it has not met the problem of workers in public agencies, many of whom are finding it possible to complete the course requirements for junior membership but who find themselves blocked in qualifying for membership by the limited interpretation of the field work requirement.

Several large schools of social work are endeavoring to provide training opportunities for employed workers by making arrangements for part-time students to secure supervised field work on a half-time basis or in the summer. In many of the schools, however, short-time arrangements have been rarely available. Several of the schools are unwilling to make provision for such short periods of field work as 300 hours. This has created an acute problem of scarcity of opportunity and has led to the present decision to adopt for an experimental period of one year an interpretation of field work which includes supervised practice under certain specified conditions. These conditions will be found below under *Criteria for Supervised Practice*.

Although the Association believes that sound development of professional standards requires that education for social work be carried out mainly through the schools, it also believes that the field itself has much to contribute to the con-

* For information about the conditions see page 8 under *Criteria for Supervised Practice*. Attention is called to the fact that this procedure will not apply to previous practice in an agency but only to periods of practice which are set up in advance to meet the specified conditions and of which advance notice is given.

tent and quality of practice and that a liberal interpretation of the 300-hour field work requirement will be regarded by agencies as a challenge to careful preparation of candidates rather than as an evasion of educational standards. Obviously, the employer-teacher relationship, or what is usually called apprentice-training, would prove a step backwards if it were not safeguarded by sound course instruction and by the vigorous determination of our membership to meet the Association requirements on the highest possible level.

The experimental period in which the field is to be a participant in the preparation of candidates, should make for a widespread sharing of educational aims and a developing professional concept. If after a period of experimentation it seems best to restrict the interpretation of field work to that done under supervision of the schools alone, the professional field should, as a result of this experience, be able to offer more adequate practical and clinical opportunities to the schools and a more critical approach to the whole educational process.

Criteria for Supervised Practice

Supervised practice in an agency may be offered in fulfillment of the field work requirement by candidates for membership in the AASW, under the conditions outlined below. Action admitting candidates to membership will not be automatic after the various steps outlined have been taken but each case will be reviewed individually at the end of the period of supervised practice.

Candidates may obtain from local membership chairmen or the national office the forms for notifying the National Membership Committee of their intention to offer supervised practice and the questionnaires which have to be filled out by the candidate and the supervisor.

CRITERIA FOR SUPERVISED PRACTICE OFFERED IN FULFILLMENT OF THE FIELD WORK REQUIREMENT

I. Supervised practice may be offered in fulfillment of the field work requirement only if the candidate's technical courses have been taken in a member school of the Association of Schools of Social Work.

II. Candidates who have completed or are in the process of completing the technical course credits for membership *must notify the AASW in advance of the beginning practice period if they intend to offer supervised practice in fulfillment of the field work requirement.*

III. All technical courses for junior membership must be completed within a three-year period and the supervised practice offered must be either concurrent with these courses or must immediately precede or immediately follow a full-time period of study as in summer terms.

IV. The total information which is secured must show that the supervisor has assumed responsibility for a planned, progressive educational experience for the candidate.

a. Practice period offered must be not less than six months, in not more than two periods. (See Point III.) (It is desirable that during this period as little shift as possible of supervisors be made.)
b. Practice should include regularly scheduled conferences with supervisor.

V. The immediate supervisor of the candidate must be eligible for full membership in the AASW or under the responsible direction of a person so qualified.

VI. The supervisor preparing the candidate should carry only a reasonable number of trainees.

—W. W.

SOCIAL SECURITY FOR THE SOCIAL WORKER

By Rachel Childrey*

FOR those who recently saw the play, "Ah, Wilderness," the contrast of today's uncertainty with the complacency and stability of those pre-war days was vividly and accurately pictured. Then the ordinary person was not concerned in public affairs. Even a newspaper publisher found more engrossing problems. The chances that business men took were not long chances. The laborer, discriminated against, or dissatisfied with one job, could give it up and rather easily find another. As I occasionally read records of the Family Society of 25 or 30 years ago, I am amazed at the assumption on the part of the visitor, that if Mr. Smith would only try, he could find a job; or, failing that, the visitor could secure one for him. But the assumption seems usually to have been justified. A phone call or letter of introduction was all that was needed to get the job. The young person aspiring to a profession could train for it with the reasonable hope of practising it profitably for the community as well as for himself as an individual. This may not be a utopian picture of security, but, by comparison with today, those days were times of relative security, for it has become a commonplace that there is security for no one today. The laboring man has never had much security in his work. Today his increased insecurity is a reflection of the "boss's" own insecurity. For even the much criticized capitalist is

* This paper was given by Miss Childrey at a meeting of the Philadelphia Chapter of the Interprofessional Association. Miss Childrey is president of the Philadelphia Chapter of the AASW and chairman of the Association's Division on Employment Practices.

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Navy Pier, CHICAGO

uncertain as to the future of his business or his industry. The professional person, dependent financially upon the productive and distributive processes of the country, can have no more economic security than they. We are a world of threatened and, by and large, fearful people.

It seems to me, however, that the professional person is in a slightly different position from that of either the capitalist or the worker. Perhaps it may be well to state what I see as characteristic of a profession. In the first place it makes use of a field of knowledge which is specialized, and requires for its use special training. In the second place, its primary motive is service or self-expression in social terms rather than profit. In the third place, it involves in its practice a high degree of individual responsibility for quality of performance and for self-criticism as to that performance. While these standards cannot be 100% true in respect to every individual, they are, it seems to me, essentials for any group who would claim to be a profession. Incidentally, the so-called professional status, insofar as it applies to such matters as wealth and social position, is extraneous from the professional point of view.

With this in mind, let us turn to the special position of one group, who, in recent years have, I think rightly, claimed to be a profession. Social workers who, by training, experience, and personal qualifications can lay claim to be members of the profession, are, by chance, in a relatively favorable position. Today the qualified, professional social worker can have many opportunities for advancement, both professional and financial, if not in his home town perhaps in the next county or the next state. Nor need his job be in the field of public relief. Adequately trained workers are needed in private agencies to replace those already drawn into the public field. In addition social workers are being consulted in the fields of their special knowledge in a way which has gone far to increase the prestige of the profession as a profession. In spite of the fact that many times salaries have been cut, promotions delayed and tenure of professional workers threatened, it still remains true that the trained worker is in a favorable position by virtue of a ready market for his services.

But there is another side to the picture. Favorable as may seem the position of the qualified professional worker with a market for his services and increasing recognition of his profession, the fortuitous nature of the situation which has brought this about offers the threat of insecurity. With a much larger demand for social workers than the profession can fill from those qualified, thousands of untrained persons have been drawn into the practice of social work. Many of these persons are qualified in personal attributes and educational background to secure the professional training which would make them eligible for membership in the profession. Many others are lacking either in personal qualities or educational background for any such further training and are similarly lacking in their ability to perform their work on a professional level. Yet it is conceivable that this large number, when the time of demobilization comes, will succeed in underselling the professionally qualified worker, much as any lower priced article will succeed in competition with an article which is higher priced and must count on the buyer's discrimination as to quality. This is a real source of insecurity to social workers which has always existed but is made more acute by the present conditions.

There is a second source of insecurity for social workers, which also is not new but which has been made more acute by the very thing which has served to produce the temporary market for social workers. It is because the government has gone into social work "in a big way" that this demand exists. But what will the government do next? And will next year's plans, or those of the year after next, still need large numbers of social workers for their proper fulfillment? While this uncertainty is one that everyone in the community shares, so dependent are we all to some degree upon the government's programs, it seems to me an uncertainty that is inherent in the performance of a professional job under governmental auspices. The deciding factors in such a program are inevitably political rather than social. But a job that is well done can be good politics as well as good social work, which lays the further responsibility upon the profession of interpreting its function to the community and the government. In the field of privately supported social work, the problem is not different in kind so much as in degree. The boards and subscribers of private agencies may be a more sympathetic group to whom to interpret professional performance, but with them no less decisively than with governmental officials in public work, rests the decision as to expansion or contraction and the basis of support for the professional program of service to the community. It seems to me, then, that in the face of both of these insecurities, the competition of untrained persons in the performance of the job and the basis of support in groups with other ends than strictly professional ones to serve, there can be only one hope for even approximate security. This lies in demonstration of superior achievement, and in intelligent and reasonable interpretation of the function of the profession in the life of the community.

In the foregoing discussion of the insecurities of professional social workers I have excluded the group of untrained workers purposely for it seems to me their problems are different and more acute than those of the professional worker. Salary schedules are lower, sometimes even below an adequate standard for healthful and decent living. By and large, they are employed in public relief jobs where working conditions are often crowded and unsanitary, case-loads are enormous and the emotional strain of facing day after day the most acute conditions of suffering or at times of violence is exhausting. That, in the face of this, so many have managed to secure training and take steps toward professional recognition is an evidence of the greater security such recognition provides as well as of the spirit of professional responsibility which many of them have. For, on the whole they stand in the same relation to the trained worker as the unskilled laborer to the skilled, a constant threat of underselling competition and yet many times more insecure.

Now social workers, professional or de facto, are first of all human beings. They are not impervious to economic insecurity. And both groups are subject to it in varying degrees. Yet each individual reacts to such insecurity differently. To some, the uncertainty is a stimulating challenge, pressing them on to greater achievement. To some, it comes as a crippling fear, sapping energy that might otherwise be used creatively. To others, it is relatively unimportant, their security being essentially an inner quality very little open to attack from without. This does not exhaust the possibilities of individual response to a common problem. But I mention these different sorts of response to indicate that there is no one royal road to security for everyone. If the hazards of sickness, unemployment, old age could be adequately provided against for every one of us, many of us would still be insecure. Such a plan as that embodied in the Lundeen Bill is an attempt to provide wholesale a minimum of economic security. It is possible that it would achieve that, though it seems quite likely that security would be achieved for some at the expense of insecurity for others. But in terms of human experience, I am sure that individual differences and needs would mean that for many, such compensation for unemployment would be a stultifying and crippling experience, even while for many more it meant the necessary security which would preserve their ability to grapple with other problems of living.

Please do not misinterpret what I have said as opposition to a comprehensive plan for social insurance. It seems to me only in such a plan can the necessary foundation be laid for a continuing, sound economic life for society. I am trying to make clear, however, that the source of security is two-fold: in the structure of society and in the personality of the individual. It is necessary, it seems to me, for a complex society to place safeguards for the economic security of the individual. Out of society in a much more subtle way grows the security within the individual. His skills, his personal equipment for meeting life, constitute a more adequate safeguard than any monetary compensation that society may devise. But it is possible that such inner security cannot long continue to grow in a complex civilization without the minimum external security that can come through some social protection. It behooves us, then, to work as sincerely and as reasonably as we can to secure such protection for ourselves and others from the hazards of life.

In our efforts to secure basic economic protection, it is well to bear in mind the effect of uncertainty and fear upon people. The active person, who is accustomed to achievement and the sense of power, responds to the threat of insecurity with more activity and with the excess of emotion which cannot be discharged through activity. In other words, he fights in self-defense. It is well to remember that such an extensive and generous program for unemployment compensation as the Lundeen Bill would contemplate, while it offers security to millions now insecure, is in addition a direct threat of insecurity to millions more. Many of these others are the ones most used to activity and the use of power. They will fight with whatever power they have in self-defense. This puts the whole problem outside the realm of reasonable discussion and procedure. It invokes the force of deep-lying emotions which in their expression will go, almost certainly, beyond the bounds necessary for self-protection. By demanding so generous a program we *may* achieve a vantage ground from which to bargain for one that would still be considered reasonable. But it is just as probable, in the light of the emotion sure to be stirred up, that we will make impossible even a reasonable program. For myself, I prefer the reasonable and democratic way of discussion and moderation. But I recognize that for many others it is necessary to fight in order to handle the emotions provoked by present or threatened insecurity. It is important, I think, to point out that emotion is a necessary motive force in the accomplishment of any program. If it can be so directed as to enlist sympathy rather than to arouse fear, it is perhaps the most valuable tool we can use. Force inevitably begets force and not infrequently the longest way around is the shortest way home.

THIS BUSINESS OF WORK

DAVID H. HOLBROOK

PROBLEMS of wages scales, projects, finances, and relief still to be faced in putting the new works program into effect recall the session of the Delegate Conference in Washington, which led to reaffirmation of the AASW stand that work should be real work. David H. Holbrook has edited the stenotype notes of that Conference session, selecting and arranging the quotations which are published here, together with his comments. In order to preserve the spontaneous quality of the discussion, the quotations have not been edited for literary style.

THE DISCUSSION OPENS

Discussion of the federal work relief program was launched by the discussion leader with a series of challenging questions:

"Is the percentage of the so-called employable group in the total number now on relief accurately estimated in the consideration of this program and the provision made? Are the numbers that can be employed and that ought to be employed known sufficiently to justify the assumption as to what this appropriation will do and can do with respect to the total relief group? What part of the group now on relief can actually be provided with employment under this program? Is it actually assumed by the sponsors of the program that there is greater value in the building and maintenance of morale in this group by providing work under the stipulated conditions than there would be in the provision of outright relief under suitable conditions? Under what conditions is work actually preferable to outright relief? Is work so tremendously important and valuable a thing in itself as to outweigh all other considerations, or are there other values to be conserved in the total welfare program, which make work less important than it seems to be in the minds of those who are responsible for this program? If there are conditions under which work is preferable to outright relief, what are they? Can they now be fulfilled? Could they be fulfilled within this program?

"Turning to some rather detailed provisions, but of very vital importance also in principle, do the wage provisions of the works bill, so-called, satisfy us? What does this program do to wages in private employment, and what is the relation of this compensation in this particular works program to the compensation offered and allowed in the general so-called regular public works program? What does it do, this works program, for those who are unemployed but not on relief? How does that affect the program as a recovery measure rather than as a relief measure?"

A STATEMENT OF THE FUNDAMENTAL QUESTION

The exact question finally laid before the delegates by the discussion leader was stated in the following words:

"I wonder if we would turn for a moment to this fundamental question of whether we believe that work is better than relief under any and all circumstances, or under what circumstances we do so regard it. Is that not really fundamental to this situation, whether we regard it from the standpoint of the whole security program or from this part of it? Are we of the opinion, or how many of us are of the opinion, that work is always better than relief, or that we must turn to work instead of relief just so far as we can, and under what conditions do we regard work as essentially necessary in this program?"

A high point in creative Conference thinking was achieved in the ensuing remarks by the delegates. The more immediately practical and economic aspects, as urged by some, served as a foundation for an illuminating discussion by others of the meaning of work itself.

The following excerpts are arranged to show first the immediate practical considerations in the proposed works program about which the delegates were concerned, and second the discussion of the content of work itself where the thinking was carried through to the recognition of underlying truths that usually lie buried under the habitual assumptions of a commercialized age.

WHAT ABOUT THE WORK PROGRAM?

" . . . Taxation, savage taxation, taxation which will support your security program is the only permanent basis on which you can proceed. The present work program is based on borrowing. It assumes a business recovery which will end the work program when prosperity returns; in fact, it assumes more than that. It assumes that not only will the work program practically cease but that the federal government will raise money and get out of this twenty billion or so of indebtedness that we achieved during this depression by paying it back to the bondholders say at the rate of two billion per year. If you do not do that your work program steadily approaches an impossible situation because your governmental structure can't support it on the present basis.

"During this depression the city government of Philadelphia has met less than 5 per cent of relief in Philadelphia since 1930. Why? The city government can hardly continue. Half of its budget is going to public debt in Philadelphia. If we don't watch ourselves our federal government will be in that shape by the next depression. It won't be able to contribute anything in the way of borrowed funds for a work program or anything else. So when you talk about the size of the work program and the future of the work program and whether there shall be work for every unemployed man in the United States or not, ask yourselves whether or not you will have a taxation system that year by year will produce the money for it. Don't base it on borrowing.

"I make this prediction, that when that gradually dawns upon people and when business recovery fails to take all these three million five hundred thousand back, the government will sooner or later find itself

unable to carry out its promise of giving work to every unemployed man. So a work program has to fail as long as it is based on borrowed money." *(Philadelphia.)*

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" . . . There is a real practical problem confronting us as to how far we can use three and one-half million men during the next year on a work program. We haven't done it before. I don't know of any country that has ever done it. No country has ever guaranteed to men out of work full-time work over any long period of time. It may be that in the next few years when we find that we can't finance this work program that we shall return to the point of view that has been expressed here and assume that we must have a large program of public assistance. I am rather inclined from one standpoint to agree with those who say that social insurance is economically unsound. There is much to be said in favor of that point of view, that it would cause much less friction in our economic system if we could develop a program of public assistance and take it out of general tax revenues. Social insurance involves many serious problems, especially when you come to meet the large problem of depression unemployment. It seems to me that is a question that we should have to face. Other countries seem to be facing it just now. I think they are beginning to have questions as to whether or not social insurance is so sound as they had imagined it was a few years ago." *(Washington, D. C.)*

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"The announcement that three and one-half million people may be employed at a so-called security wage seems to have a certain air of novelty, but as a matter of fact there is no novelty about it. The history of the English poor law is replete with attempts to force the unemployed to work at less than the prevailing rate of pay, and that same history is replete with failure of any such endeavor. Some of the FERA officials recently went scouting abroad to Sweden where since 1914 the government's unemployment program was likewise based on an attempt to guarantee work to the unemployed at less than the lowest unskilled wage in the community. Throughout the past twenty years there has been constant conflict there between the unemployed and the labor unions and the government because of the persistent refusal to accept that wage.

"Now we do occasionally in this country try to devise novel approaches to social problems. But here we have something that isn't at all novel, which nations have tried and have found that it cannot be made to work. It seems to me that we ought to be able to agree on a number of things at this conference, and one is that no army of men, three and a half or four million men, should be allowed to be employed at less than the prevailing rate of wages." *(Milwaukee.)*

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" . . . It is ridiculous the way groups of social workers each year are brought to face exactly the old solutions and remedies that we have been discussing for years. There is nothing novel about the present works appropriation measure except the name. We have three and a half million persons to be employed on some kind of work relief system, in this bill. At the present time we have over three million men already employed under the same or equivalent governmental projects.

"The last figures of the FERA works division show that during the recent month there were more than two million on work relief averaging about forty dollars a month. There were nearly four hundred thousand young men in the CCC camps, and then there are perhaps five or six hundred thousand additional persons on public works projects, which I think the present bill will absorb, according to its wording. So actually there is no new plan to be put into effect when this measure is passed, with the possible exception that the character of work projects may be changed somewhat. It seems ridiculous, therefore, to be coming back time and again, to be asked to consider programs and new programs, when they actually are merely new names and variations of the old programs which have been found to be so inadequate." *(New York.)*

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" . . . Is work better than relief? I think we might push forward our thinking if we might agree on this, that where we split is perhaps that we agree that real work, under the normal conditions of work, is better than relief. When it is work relief it is work that is degrading to the name of work, and it is relief that is impossible in many instances to administer along the modern lines of relief administration. Perhaps what we object to here is the work relief aspects of this public works program. We might go on, perhaps to the discussion of the less eligibility principle in relation to wages, and the administration of that principle." *(New Orleans.)*

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" . . . I think we certainly as a group can say that, everything else being equal, if work is offered we will take work. It's vastly preferable to idleness and relief. We ought to be behind our Administration in its concept, its motivation, of this program which says that they do want to supply work. We may have criticism as to whether or not the program is going to supply real work, but if somehow these ten million idle people can create some national wealth by being put to work, being put to building roads, or houses, etc., which will be of value to the country, and if it is real work and paid for with real wages, I don't see how we can argue that anything can be better than that." *(New York.)*

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" . . . There is something of a middle road on this problem of work relief. I would like to see, personally, a large public works program carried on for many relief organizations where regular wages would be paid and the workers would be taken from the regular labor market and be used by regular contractors with all the machinery, etc.

"Now it has seemed to most students of the problem, I think, that it was impracticable to supply enough money to put all the unemployed to work on a regular works program at regular wages, etc. . . . On the other hand, there is danger that when you put payments for so many men down below the going rate of wages, there will be a tendency for private employers to pay just enough above that to get the men away from that kind of program.

"So it looks to me as if it is a much better plan to pay at least a minimum wage and limit the hours per week, giving them enough time per week to meet their

necessary budget on a regular wage rate per hour, instead of paying this so-called security payment and asking them to work thirty hours a week. *(Cincinnati.)*

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"The Washington, D. C., Chapter was of the opinion that it was desirable to separate the work program from relief. However, they felt obliged to point out some dangers which lay ahead from the assumption that the work program would take over the able-bodied people now on relief. The Chapter was very firmly of the opinion that even at its best the work program would not lift more than 50 per cent of the present relief load, partly because of the time it would take to get a work program going at its fullest speed and quantity, partly because in any work program there are obvious inabilities to handle all the people who might be working. It is difficult to plan the projects which would enlist the services of everyone who might be working. It is especially difficult here in Washington to find work for unskilled women workers. There are many of them not being put to work because we can't find work for them to do.

"More than that, the Chapter was of the opinion that there would always be lapses in the work program, as, for example, if a man becomes ill while he is working, is he unemployable or is he employable? If he is injured, off the job or on the job—though I suppose the workmen's compensation would take care of him if it was on the job—is he employable or unemployable? If he develops certain temperamental resistances to the kind of work he is assigned to, is he employable or is he unemployable?

"The point the Chapter had in mind was that there would be many things the relief agency would still have to do, which could not be handled by private agencies, and would come back to the public agency. More than that, we have the question with any wages which may be paid, whether they are the normal wages or less than normal, or even more than normal. Are there inadequacies in any wage system for meeting the budget deficiencies of families of various sizes? There again is a problem which gets back to our relief agencies. If you are certifying people for this relief program because of their unemployment, what are you going to do about the certification of people who may become unemployed later on, or who may come to the place where they would require relief, but who if they had jobs wouldn't need relief? What are you going to do about certification of new eligibility and continued certification of those who have developed other resources?

"It seems that we ought to say that there can be no expectation of accuracy in the estimate of say 20 or 30 per cent of the relief load remaining on local communities because of unemployability, and the balance being taken over by our work program. We have to look forward probably to at least 50 per cent of the relief load, and we have to look forward more than that to the fact that most local communities could not by themselves carry a burden so great as 50 per cent of the relief load. Therefore we would have to look towards some system, perhaps of federal grants-in-aid, whereby local relief would be supplemented to care for that remaining relief burden due, not to the unemployables in the present sense, but to taking care of the inadequacies, the insufficiencies, of no matter how good a public work program."

Digging in Deeper

From time to time during the above discussion the discussion leader raised the question of the value of work itself. "How badly do we want to employ the three and a half million people? Is it important that we should employ them?"

A further spur to a more intensive discussion came from a challenge by a New York delegate.

"We are discussing an area as if it were the responsibility of social work, and I am convinced that it isn't. I don't think that it is possible or right professionally for social work to consider that it is possible to deal with the problem of ten or twelve or fifteen million people who are unemployed either in terms of a relief program or in terms of a work program on the relief basis.

"Many of us who have been involved in emergency relief directly or indirectly, feel that mass relief cannot be administered with due consideration of morale and all the other factors that are so important in life. No matter how much money is available, no matter how much training is put into the picture of personnel, no matter what we do, we cannot administer relief on a mass basis for people who are in need of relief for no other reason than the fact that they cannot find work."

"We could very properly agree that there are some things we do as social workers, not because we want to, but because we have to. But we should not waste our time trying to figure out whether a 49 per cent effectiveness or 51 per cent effectiveness of one plan or another is the one we should advocate. There is no plan we can develop which will properly meet the predicament. Therefore, within the framework of our present social system it seems to me that we have a responsibility for saying that we don't know the answer to this situation as social workers, but that we have something to insist upon in terms of a realignment of forces within industry that should handle this situation in terms of a normal relationship between people. Everything that we have discussed here, and all of our discussions at the Delegate Conference last year, and all of the discussions that have gone on during the year in all of the chapters, indicate that the element of artificiality in human relationships which is introduced by any of these plans makes it impossible for us as a professional group to accept the responsibility.

"We have competence in certain areas; in this area we do not have competence. . . ."

This plea for accurate professional perspective in assuming social responsibilities was further interpreted by the discussion leader as follows:

"Would it seem to be the judgment of the Conference that social workers might have competence out of their experience as to the effect upon individual human beings of various forms of experience involving work and other help? And that we might be expected to have a judgment as to which of several alternative kinds of experience for individual human beings would perhaps make most satisfying their own lives?"

How Valuable Is Work Itself?

This challenge as to professional competency and social responsibility was a focal point in the discussion. Following that the Conference turned to a consideration of the value of work itself.

" . . . One group is very often overlooked in this whole question of work and work relief, where to my mind it seems that work is decidedly more essential than relief, and that is in the field of the younger person. I thing that it is unfortunate that as social workers we are apt to be divided into two groups. There are more than two groups, but some of us are interested in children as dependents, and some of us are interested in individuals as adults. I think there is a very real danger that in between those two social work functions a large group of young people fall through the gaps.

"I have been interested in that program in our local situation. We tried to gather what facts we could. We find that of the young men in Rochester between 18 and 24, nearly half are unemployed and not attending full-time educational agencies.

"Since getting this very helpful material in regard to the occupational characteristics of families on relief, a little calculating will indicate that very nearly two million of our young people between the ages of 16 and 24 are looking for jobs (that doesn't include those who may have some type of occupation and those in families on relief). Then in addition there is certainly a much larger number than that in the families of the unemployed who are not on relief and in families in marginal circumstances.

"It seems to me that for these young people we should be interested in a very much broader question than whether or not they have enough to eat and a place to sleep. We are making tremendous sacrifices in the morale of that group most of whom have never had a job, at least nothing more than a very temporary job. And when we think of the results of that in years to come we are going to regret it a great deal if we don't plan our work program so as to meet the needs of that group along with the needs of the heads of families. It seems to me that work for that group is absolutely essential as a means of national morale, and I doubt if any of the work programs that seem to be immediately in sight are taking enough interest in that particular problem." *(Rochester.)*

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" . . . The question you have been raising very quietly again and again, if I might paraphrase the President's phrase, this business of relief—what you want us to discuss is this business of work, and why we have such strong feelings about it.

"Now I am not going to attempt to answer that, but perhaps I can just raise one or two questions. I think everything that has been said here from the economic point of view today has indicated that we are in a period of constant change, cultural change, economically. I would suggest that we are also in a period of social and psychological cultural changes. When you consider it from that point of view, you have to ask very seriously not only why we have this interest in work out of our past history, but how we move from one phase of culture to another, whether it is from the economic angle you view it or the social or the psychological. It seems to me there is always a lag when you move from one cultural position to another, and I would suggest that on this matter of work, we are rooted in our old culture that we grew up in, but in our minds we are thinking in terms of another culture. One possible approach to the whole problem of selection of who should work would be an evaluation of this problem in terms of cultural change, social and psychological as well as economic. We might ask ourselves whether it is these young men that have been spoken about in this period of change who need work more than the middle-aged, or the group over 40, or the aged." *(Philadelphia.)*

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" . . . If we can have real and creative work it is a valuable experience for many people, and our culture has been built on that. But it does seem to me as we look at the technological advances, that one of the burdens ahead of us is the problem of how to deal with leisure and whether there aren't real advances that we have to learn how to make in terms of other creative activity that isn't going through the old motion of doing work just because work is the thing that we once learned was valuable for people.

"For instance, it seems to me perhaps the question that was raised as to who ought to be given the work—perhaps it isn't the young men who need the work nearly so much as it is the middle-aged people who, without work find their whole reason for living destroyed. The young men and the young women, if we have imagination and insight enough and leadership enough, may be able to work out some new creative activity that will enrich the life of everyone. I think we oughtn't to be caught in this problem of seeing that people have work for the morale value. There are a great many other things in life that have morale value, and it seems to me that if we can really work through the problem of whether we want three million and a half people put to work because work in itself is so very valuable, we would have a basis then for knowing what we want to do about this program." *(Philadelphia.)*

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" . . . It is hard for us to get away from some of our older conceptions, such as the changing conception of what is work. If work is good for us because we like it, play is also good for us because we like it. I think there are some things which are in actuality to us play which have the social as well as the psychological values of work, and which with out changing culture, with our changing economic situation, with our transference from an age of scarcity into an age of plenty, will become considered in the future as work.

"One of the things that I dislike about what has been prognosticated as to the work program which is offered is that not enough is said as to forms which do not necessarily have material result. I think, for instance, of some of the service projects in the old CWA program.

"For an illustration of play which is work I go back to the experience of a friend, a young woman who in New York City is teaching music to some old people, and she is being paid for it. She is not working, you know, in the old sense of work being an onerous

thing. She is having a good time and at the same time there are the cultural values which come from a new experience where something is being made available through her to other people. She was telling me about the classes which she was teaching on CWA pay, of old people who all their lives had wanted to learn something about music, who had never been able to. She was teaching them theories of music and of harmony. They never expected to play a piano or to play any instrument. They were participating with her in an adventure.

"If we think of work from that standpoint it presents quite a different aspect and it gets entirely outside of the realm of work being good as a measure of discipline. I don't appreciate any work as a measure of discipline. I believe that the only way in which we can meet the problems toward which we must work as a discipline is by making it unnecessary to make it a discipline. That is by inculcating into the society which we have now a recognition of forms of work in which people will actually participate because it is the thing they want to do.

"That leads me to just one thing. I do feel very strongly that the work program should be completely divorced from the relief program. You cannot connect the two without bringing in this element of discipline. I believe also that any work program should not only be a program of work in the sense of which I have spoken, but as far as compensation is concerned, it also should be for not less than the prevailing wage and for more than the prevailing wage if the prevailing wage provides less than a decent standard of living. I believe that the federal government or any government has a different responsibility actually on that last point than private employment. After all, we haven't yet arrived, but we may hope that we will, even under a capitalistic system, at a conception of private industry having a social responsibility as representing all of society. The private employer does not as yet accept a responsibility socially for provision of a decent standard of living as a test of the efficiency of his industry, but government, if it means anything at all, acts on behalf of the whole people. It cannot act without the discharge of a social responsibility and I don't think that government has any right to provide work, to provide an income which means less than a decent standard of living." *(New York.)*

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"One of the things that has been running around in the back of my mind as I have been working at such activities as the Committee on Economic Security and testifying before the Senate Finance Committee was a quotation from an old copy-book that was standard equipment in the days of my youth. Maybe some of you had the same kind of a copy-book. There was a little saying on the outside of it that seems to have made a deep impression on my morale. It was: 'Absence of occupation is not rest; a mind quite vacant is a mind distressed.' But it didn't say anything about work.

"That gave me in my early days a conception of creative activity that was not necessarily related to earning a living. I think the reason that we get off on so many tangents about this work program and about the whole problem of work is because we do make this connection between the work of the world and the right of all of us to live. I think those are two concepts that have got somehow to get separated. They have gotten separated in a rather unfortunate way at the present time because there are only two classes of people who seem to have a right to live and not work. One is the group that we seem to be devoting most of our attention to, those on relief, and the other is a group of people who are the recipients of another kind of unearned increment and we don't raise so many questions about them.

"It seems to me that we might very profitably raise the same questions at both ends of the column of those who live without work. I could enjoy myself in a long philosophical discussion on that subject, but I really should like to get down to some very practical aspects of this whole business of the work program because I think that its confusions arise out of the same confusions that led us into an era of slavery.

"I wish that someone could take the debates on the abolition of slavery and compare them column by column with the debates on the subject of work relief. I think they would illustrate some very illuminating similarities.

"If we assume that all of those in society who live without work must somehow be forced into a productive mould, we arrive at this impossible position in which we now are where somehow or other we have failed to provide opportunities to work of any kind, private employment, public employment, work relief, for a very considerable number of persons in the population. That happens to be the state of our economy and our culture and we do need to address ourselves on the one hand to the question of providing creative activity enough to absorb the energy of all of us so that our vacant minds may not be distressed, and we do also need to provide a livelihood for all of us somehow or other, but not one necessarily at the expense of the other.

"If we attempt to do that we get into this dilemma: Private employment has failed to absorb the eligible workers of the world for a number of reasons. Have we any reason to believe that public employment can be any more successful in absorbing those workers than private employment has been at this moment? If we consider the occupational classification of relief clients as submitted by the FERA we find that the same disabilities that have been a problem to industry and private employment are a problem to those who sponsor the work relief program. For instance, 44 per cent, I believe it is, of all of the eligible workers on relief are in the age group of 45 to 65. The working capacity of those persons is limited by not only factors of age, but also factors of skill. The same limitation is applied to the age group between 21 and 45.

"I agree with the point that has been made that our work projects have had the same kind of limitations put on them that private employment has had, that is the limitation of production. If we examine the kinds of workers we find that the skills of those workers are not sufficiently varied to provide a wide variety of productive enterprises.

"Let me give just one illustration of that point. In one city, for instance, without a single housing project now under way, with a work relief program that is perhaps notoriously the smallest work relief program in proportion to the size of the relief load of any place

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in the country, we have already utilized the services of almost every painter and carpenter on relief.

"It is contemplated in the federal program that one of the fundamental projects that will absorb a very considerable number of workers will be the housing project, and I believe that we all want housing projects, but if we make this tie-up between the work program and the relief load we find ourselves in the dilemma of not finding enough eligible workers in this particular group and the same thing applies to other types of projects. To pursue the very things that we find in our thinking about the needs of the nation for additional material assets, we find ourselves in the position where we cannot even supply that labor from the relief load.

"A careful analysis of federal figures would indicate that by the widest stretch of the imagination we cannot hope on a year-round basis to absorb more than about 50 per cent of the supposedly eligible workers. That sounds like a shocking statement in view of the fact that there are now over two million persons supposedly working, but I should like to call attention to the fact that this whole work program with the so-called security benefit (I agree that it is a fantastic name) is based on the assumption of year-round employment. The only reason that we have as many persons supposedly working at any one time is because they are working for a day a week, or two days a week, or three days a week, or for a period of three weeks at a time, or three months at a time, and that we could not hope over a year, let us say, to provide that kind of continuous employment unless we lifted some of the embargoes that have now been placed on the eligibility for work under this new plan.

"Some of us have said, perhaps facetiously, but not without some underlying conviction, that if we were to base our work program on the theory that it would be available only to those persons who were not on relief, we should very soon reduce our relief loads and we should also have a work program that was based on skill and not on this absurd qualification that limits the activity of the individual, that places him under duress and that takes out of his work a large part of the supposed morale value of work.

"I want to say also that I do not agree with the belief that I think sincerely animates the makers of this program, that if we had any less restricted program we should fail to absorb the eligible workers on relief and that, therefore, we would find all of these persons still on relief and a great number of other persons at work. I wouldn't be disturbed if that were true, because it seems to me in the last analysis to make no essential difference in a governmental program from which end of the column of the unemployed we draw off a certain number whose needs are going to be met by an inevitably limited program. I would not be disturbed if that happened, but I want to submit this as a bit of factual data. In the figures of the employment service in my community, it has been demonstrated that of all of the placements in private industry, 50 per cent of them come to persons who are on the relief rolls, at least that was true a few months ago, before we set up our present separation of the relief clientele into a special work file. The figures now are slightly less than that. I think it is our fault and a purely mechanical difficulty which ought to be emphasized again when we get around to a discussion of the relation of the employment service to this whole program.

"To me that indicates that if such private employment as is secured through the auspices of our public employment services draws almost as largely on the relief rolls as it does on persons who are not on the relief rolls, there is no reason whatever to believe that a public work program designed to take up a certain amount of the slack in employment—and I believe that is the underlying philosophy of any public work program, even if you take it back to the days of the Roman roads—that program will have as much effect as it can have or ought to have on the residual load of relief, and that it will take from the relief load the most eligible workers and leave to a program of public assistance those who in any society must be carried somehow so long as we do not provide enough creative activity for everyone irrespective of his ability to earn his living, or our ability to provide him with such opportunities." *(The President of the Association.)*

Significance of the Discussion

In conclusion it should be noted that the foregoing interpretation of the session on work relief was designed to bring out the significance of the discussion as a whole rather than to articulate the basic economic and political philosophies of the groups that made up the Conference. No attempt was made to portray the social strategy favored by these groups except as they might be implied in the phrasing of ideas.

With the conflicting viewpoints represented by the delegates, which still remained unresolved in the final report of the Conference, the discussion of the social and psychological content of work not only was a contribution to the subject, but was also an index of the ability of social workers to think together professionally, however much they may differ politically as citizens.

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